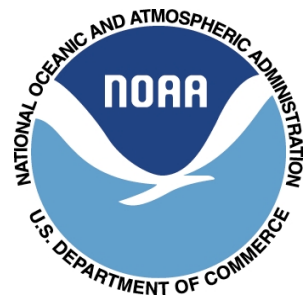


***Evaluation Findings  
for the  
Wisconsin Coastal Management Program  
from  
October 1995 to June 1999***

**October 1999**

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Office of Ocean and Coastal Resource Management  
National Ocean Service  
National Oceanic and Atmospheric Administration  
United States Department of Commerce



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## EXECUTIVE SUMMARY

### A. OVERVIEW

Section 312 of the Coastal Zone Management Act of 1972 (CZMA), as amended, requires NOAA's Office of Ocean and Coastal Resource Management (OCRM) to conduct periodic evaluations of state coastal management program implementation. This review examined how Wisconsin has implemented and enforced the Wisconsin Coastal Management Program (WCMP), addressed the coastal management needs addressed in sections 303(2)(A) through (K) of the CZMA, and adhered to the terms and conditions of the NOAA financial assistance awards the WCMP received between October 1995 through June 1999.

### B. ACCOMPLISHMENTS

The Evaluation Team documented a number of areas where the WCMP improved its management of Wisconsin's coastal resources. These include:

1. **The Wisconsin Wetlands Program.** Coastal wetland protection was increased through legislative initiatives, local education and training, regulatory and management programs, and incentive programs. Primarily, WCMP Improved wetland protection through legislative support at the state level and through financial support of wetland education and protection programs at the local level, the goal being to help local governments and state agencies prevent the continuing loss of coastal wetlands by funding projects to improve Wisconsin wetlands program preservation and/or restoration. Wisconsin has evolved a comprehensive approach to wetlands protection which is based on: an education program which has continued to educate the public on the value of wetlands; ongoing coordination with the Department of Natural Resources; technical assistance to local governments; and, direct project funding to local governments, educational organizations and State agencies to support wetland protection.
2. **Cumulative and Secondary Impacts.** Along certain stretches of Wisconsin's Great Lakes coasts, especially the Milwaukee and Green Bay areas, cumulative and secondary impacts are strongly felt. Unfortunately, cumulative and secondary impacts can not be attributed to a single activity and must be addressed by

managing many components. Urban development, non-point source pollution, contaminated sediments, natural hazards, and other urban and rural activities which alter natural conditions all need to be considered. Therefore, the Wisconsin Coastal Management Council has decided to address many of these issues under the broader context of cumulative and secondary impacts. The goal of the program is to address unintended adverse impacts of development on coastal resources through: improved coordination of governmental activities affecting coastal resources; enhanced implementation of effective coastal management; public outreach; and, emphasizing partnership in project funding, development and implementation.

3. **Land Use and Growth Management.** A survey conducted in 1996 identified land use planning as a high priority issue area for coastal constituents and the WCMP developed a program to meet this issue. The program funds planning efforts intended to protect coastal resources, not general or traditional broad-based land use and management planning efforts lacking a coastal focus. Priority is given to projects emphasizing coastal resource protection, including preservation of open space, community character or local amenities, preservation of cultural, historical and archaeological sites, cultural, recreational, historical and related resources in corridors. Consideration is given to projects that combine coastal resource protection and economic development.
4. **Hazards Program.** The WCMP hazards program has made great progress during the review period. The creation of the Coastal Hazards Work Group, led by WCMP, includes representatives from several agencies interested in coastal erosion in Wisconsin. With WCMP the recognized lead in coastal hazards, the work group works to provide a unified view on the topic as it works in close partnership with the three regional planning commissions in Wisconsin's Great Lakes.
5. **Coastal Awareness Month.** Wisconsin's first annual Coastal Awareness Month in September 1998 was a great success. The WCMP staff organized and celebrated the proclamation issued by the Governor, proclaiming September as "Coastal Awareness Month" and the celebration of the 20<sup>th</sup> anniversary of the Wisconsin Coastal Management Program. A series of events was organized during Coastal Awareness Month along with the production and distribution of several publications. The Coastal Program developed 5,000 posters, 10,000 bookmarks, 2,500 achievement brochures and other materials, which were distributed Statewide to public libraries and coastal schools.
6. **Public Access.** The 1995 Needs Assessment identified a need for expanded public access along Wisconsin's Great Lakes coasts. From meetings held, the need for public access was found to be one of the issues of significant importance

in which the Wisconsin Coastal Management Program should be involved, especially by providing grants for low-cost construction projects. The requirements of the program are that a project must have a direct relationship to the Great Lakes, must be open to the public on an equal basis, must be designed to provide handicapped access, must include an educational or a resource protection component, and is not a maintenance project. The basic purpose is to fund low-cost construction projects aimed at furthering the renovation of under-used or deteriorated waterfronts along the Great Lakes to help boost the economy and make waterfronts more accessible and enjoyable to the public.

7. **Great Lakes Regional Meeting.** The WCMP hosted the Great Lakes coastal management program states in a regional meeting at Bayfield in 1998. During the regular meeting the Mayor of Bayfield was recognized for his work with the WCMP and with local governments.
8. **Great Lakes Commission.** The WCMP, through the office of the Administrator of the Division of Energy and Intergovernmental Relations, was instrumental in procuring a place for OCRM as an official observer on the Great Lakes Commission. This provides OCRM with a more formal position than it previously occupied to this body as the Commission addresses issues relevant to all U.S. shores of the Great Lakes.

## C. SUMMARY OF RECOMMENDATIONS

In addition to the significant accomplishments described above, OCRM has identified areas where the program may be improved. These evaluation findings do not contain a recommendation which takes the form of a mandatory Necessary Action. Seven (7) recommendations take the form of Program Suggestions and are not mandatory at this time. However, Program Suggestions that must be reiterated on consecutive evaluations to address continuing problems may be elevated to Necessary Actions.

### 1. Wetlands Delineation Policy.

There is a difference between the process of wetland delineation by the Corps and by the State. Both the Corps methodology and the State methodology use soils as one indicator of the presence of wetlands. The major difference is that the Corps uses only hydric soils, as listed by the Natural Resources Conservation service, while the State recognizes some non-hydric soils as being capable of supporting wetland communities. In and of itself this is not a significant issue. The WCMP and the Corps work closely together and have coordinated their efforts between the state coastal wetland professional certification project and the Corps certification program. On

the other hand, it has created problems. Also, during the site visit, wetland delineation was specifically cited by the SEWRPC as an area in need of concerted effort. SEWRPC staff attest to witnessing instances where forms were improperly completed and went on record that some Corps personnel do not carry out the Corps delineation process correctly.

**PROGRAM SUGGESTION.** The Department of Administration is encouraged to further assess this issue and identify relevant problems and, if warranted, convene a meeting of appropriate individuals of the U.S. Army Corps of Engineers, Department of Natural Resources, and the Southeastern Wisconsin Regional Planning Commission and any other agency or group with standing to engage the issue of developing a standard wetland delineation process. Consideration of the use of a trained mediator or facilitator to support the meeting should be made. If this does not resolve the issue, the Wisconsin Coastal Management Program should seek to elevate the issue to the next higher level.

## **2. Coastal Hazards Policy Development.**

The previous evaluation contained a recommendation regarding the implementation of the natural hazards component of the WCMP. Since that evaluation a natural hazards coordinator has been employed who has fully embraced the position through initiatives such as his recognized leadership on the Coastal Hazards Work Group. The accomplishments cited in Section IV, Program Accomplishments, D., Coastal Hazards fully attest to the WCMP meeting the intent and spirit of the previous evaluation recommendation. However, issues remain, particularly regarding erosion rates and setbacks.

**PROGRAM SUGGESTION.** The WCMP is encouraged to develop a coastal hazards policy which would include more education and a discussion on establishing setbacks to slope recession and slope typology identification predicated on science.

## **3. Needs Assessment.**

Subsequent to the previous review, WCMP had completed a “pro-active multi-year strategy” which was to be used as a guide for ongoing implementation of the program. This led to a primary focus on wetlands, public access, cumulative and secondary impacts, and natural hazards. The Needs Assessment and Implementation Strategy provided a focus leading to the significant number of accomplishments cited in Section A of this report. Development of the strategy was begun in the late 1980's.

**PROGRAM SUGGESTION.** The WCMP is encouraged to reassess its Needs Assessment and program implementation strategy in light of current and evolving issues, needs and changes to the State's coastal zone.

#### **4. Marinas.**

During the last coastal awareness month, participants identified the issues associated with marina development and use as a concern. The WCMP did not fully address marinas when the Program was originally developed in the 1970's. Few regulations have evolved since then. A 1994/1995 study regarding nonpoint pollution did not fully assess marina impacts. The DNR does regulate marinas through the granting of pump-out permits, and marinas are subject to the same dredging restrictions and regulations as the major ports. However, no comprehensive approach to marina development, management and use has been considered.

**PROGRAM SUGGESTION.** As the WCMP assesses evolving issues, it should consider the development, management and use issues associated with marinas. If, as a result of that consideration, further assessment of marinas is warranted and considered to be a priority, a multi-agency activity to address needs or gaps should be convened which will develop an approach to strategically address those issues. The Department of Natural Resources may want to look at this set of issues in terms of its Clean Water Act § 319 funds.

#### **5. Coastal Success Stories.**

This review documents many of the success stories of WCMP implementation over the past three years, highlighting those activities which received direct funding from CZMA monies. What has not been documented is the list of significant “spin-off” activities which have occurred as a result of the specific project.

**PROGRAM SUGGESTION.** The WCMP is encouraged to assess its successful implementation projects to document its successes in order to support similar projects in other communities and to seek avenues to communicate these successes to the public at large.

#### **6. Program Information Preservation.**

A number of individuals have devoted their professional careers to some of its evolution during that period. It is through that collective knowledge that how things came to be done are explained to new generations of professionals in the field. Many of these individuals are also nearing the end of their careers and are anticipating departure from the State in retirement elsewhere. Their relocation will result in a loss of institutional and historic program knowledge which has been useful in the past in developing response to emerging issues. These institutional and historic reference points define over time how a program came to be where it is in its present time and should be documented as best as possible.

**PROGRAM SUGGESTION.** The WCMP should seek to obtain institutional and historic reference points as it protects existing information through bibliographic reference and

documentation.

## **7. Capacity Building.**

The WCMP has supported the development of GIS based decision support at the local and regional level through the direct funding of projects, provision of mapping support and through workshops and other training activities. This work should be continued as the State takes into account the computational and technological advances which are occurring in the field.

**PROGRAM SUGGESTION.** The WCMP should support activities which define the minimum level of information useful for a community to apply GIS technology, including the software and hardware requirements. Standard data conventions and standards should be applied to mapping efforts to allow for interchange and exchange.



## I. INTRODUCTION

Section 312 of the Coastal Zone Management Act (CZMA) of 1972, as amended, requires NOAA's Office of Ocean and Coastal Resource Management (OCRM) to conduct a continuing review of the performance of States and Territories with Federally approved Coastal Management Programs. This document sets forth the evaluation findings of the Director of OCRM with respect to the Wisconsin Coastal Management Program (WCMP) for the period from October 1995 through June 1999. This document includes an Executive Summary, Program Review Procedures, Program Description, Accomplishments, Review Findings and Recommendations, and a Conclusion.

The recommendations made by this evaluation appear in **bold** type and follow the section of the findings in which the facts relative to the recommendation are discussed. The recommendations may be of two types:

(1) **Necessary Actions** address programmatic requirements of the CZMA regulations and of the WCMP approved by NOAA, and must be carried out by the date(s) specified. There are no Necessary Actions within this document.

(2) **Program Suggestions** denote actions which OCRM believes would improve the management and operations of the Program, but which are not mandatory at this time. Program Suggestions that must be reiterated in consecutive evaluations to address continuing problems may be elevated to Necessary Actions.

If no specific dates are given for carrying out a Program Suggestion or a Necessary Action, the State is expected to have successfully implemented the Necessary Action or Program Suggestion by the time of the next section 312 evaluation. The findings contained within this document will be considered by NOAA in making future financial assistance award decisions relative to the Wisconsin Coastal Management Program.

## **II. PROGRAM REVIEW PROCEDURES**

The Office of Ocean and Coastal Resource Management (OCRM) evaluation staff began review of the WCMP in April 1999. This included an analysis of the approved WCMP, previous and current award documents and performance reports, previous evaluation findings, correspondence relating to the WCMP, and other relevant information. The Evaluation Staff of the Director's Office and the Coastal Programs Division (CPD) staff coordinated to determine the issues which would become the main focus of the evaluation. The Evaluation Team analyzed the State's responses to these specific issues and used them as primary sources of information on the WCMP's operation.

The Evaluation Team gave special emphasis to the following issues:

- \* The extent to which the WCMP has assumed a leadership role in coastal management;
- \* The extent and effectiveness of public participation in the WCMP and public education by the WCMP;
- \* The effectiveness of monitoring and enforcing laws and authorities under the WCMP;
- \* The effectiveness of the WCMP Federal consistency process as a management tool;
- \* Current WCMP activities for addressing coastal management issues including public access, hazards planning, public involvement; and,
- \* Current WCMP funded activities for addressing coastal management issues.

John H. McLeod, Evaluation Team Leader, Diana Olinger, Program Specialist, Coastal Programs Division (CPD); and, Phillip Hinesley, Program Manager of the Alabama Coastal Management Program conducted a site visit from June 14 through 18, 1999. The Evaluation Site Visit Team met with representatives of State and local governments, Federal agencies, WCMP Council members, interest group representatives, and private citizens during the site visit.

Prior to the site visit, the Evaluation staff provided written notice of the WCMP evaluation to relevant Federal agencies and provided opportunities for them to respond. A Public Meeting was held on the evening of June 16, 1996 at 6:00 p.m. in the Northern Great Lakes Visitors Center Auditorium, 29270 County Highway G, in Ashland. (**Appendix A** lists persons contacted in connection with the evaluation; **Appendix B** lists persons who attended the Public Meeting; **Appendix C** contains NOAA's response to written comments received.)

The WCMP staff were instrumental in setting up meetings and arranging logistics for the evaluation site visit. Their support is gratefully acknowledged.

### III. PROGRAM DESCRIPTION

The Wisconsin Coastal management Program (WCMP) was approved in May, 1978 with the following five major objectives:

- improve the implementation and enforcement of State statutes, policies, regulations, and programs affecting the Great Lakes;
- improve the coordination of activities undertaken by Federal, State and local governments on matters affecting key coastal uses and areas;
- strengthen the capacity of local governments to undertake effective coastal management;
- advocate the wise and balanced use of the coastal environment; and,
- inform the public about coastal issues and increase opportunities for citizen participation in decisions affecting the Great Lakes.

The WCMP addresses seven major resource management issues including: coastal air and water quality; coastal wildlife habitat and fisheries; erosion and flood hazards; community development; economic development; governmental relationships; and public involvement. It contains 33 authorities and has 62 enforceable policies. The Wisconsin Department of Natural Resources (DNR) exercises most of the authority while the Department of Transportation (DOT), the Public Service Commission (PSC), the State Historical Society, the Public Intervener's Office, and other organizations have some oversight responsibilities. Local governments also play an important role in the management and protection of shore lands, wetlands, and floodplains through zoning and permitting.

The Wisconsin Coastal Management Council (WCMC, Council), an interagency intergovernmental body with public representation, was established to advise and direct the WCMP. The rolls of the Council is to ensure that the WCMP is administered in such a manner as to adhere to the provisions of the CZMA and the approved WCMP. Functions of the Council include:

- oversight of State agency implementation and compliance;
- policy development;

- designation of key areas and uses;
- assurance of state agency consideration of the national interest;
- interagency conflict resolution;
- coastal advocacy and public awareness/education; and,
- oversight of financial and technical assistance and the program budget (including disbursement of Federal CZMA funds).

Wisconsin has 820 miles of coastline in three major coastal reaches bordering on Lake Michigan, Green Bay and Lake Superior. Wisconsin's fifteen coastal counties contain 40% of the State's entire population. Approximately 25% of the State's population live in communities directly adjacent to the Great Lakes shoreline. There are eight State parks located along the shoreline and six generic categories of Special Coastal Areas (SCA's, Geographic Areas of Particular Concern). Wisconsin's three major Great Lakes ports, Milwaukee, Superior, and Green Bay, have major impact on the State's economy. There are 124 marinas with over 6,500 marina slips which are important to Wisconsin's water based tourism economy.

## **IV. PROGRAM ACCOMPLISHMENTS**

The true strength of any program lies in its supporting staff and Wisconsin is fortunate in this regard. It is through their efforts that the significant accomplishments documented here came to fruition. It was clear from comments received during the site visit that the WCMP staff maintains a positive rapport, retains the full support, provides much appreciated response to, and is fully supported by the coastal community at large. During the period of time covered by this evaluation, October 1995 through June 1999, the Wisconsin Coastal Management Program has addressed many coastal issues. The small grants process, which drives a number of specific accomplishments, as administered by the staff and the Council, was cited by all as appropriate, timely and straightforward. The results detailed below would not have occurred without committed leadership and staff. Ultimately, the actions of WCMP personnel lead to the specific accomplishments detailed below.

### **A) The Wisconsin Wetlands Program.**

Based on a needs assessment, WCMP found an increased need for wetland protection along Wisconsin's Great Lakes coasts. Coastal wetland protection was increased through legislative initiatives, local education and training, regulatory and management programs, and incentive programs. Primarily, WCMP exerted efforts to increase wetland protection through legislative support at the state level and through financial support of wetland education and protection programs at the local level, the goal being to help local governments and state agencies prevent the continuing loss of coastal wetlands by funding projects to improve Wisconsin wetlands program preservation and/or restoration. Wisconsin has evolved a comprehensive approach to wetlands protection which is based on: an education program which has continued to educate the public on the value of wetlands; ongoing coordination with the Department of Natural Resources (DNR); technical assistance to local governments; and, direct project funding to local governments, educational organizations and State agencies to support wetland protection. During the review period there have been accomplishments in each area as detailed below:

#### **1. Public Education.**

During 1996 and 1997, the WCMP sponsored Wetland Protection Months which were intense efforts to educate the public about the value of the State's wetlands. This led to the

Coastal Awareness Month of 1998, discussed below. During the review period an 8-page, full-color insert to the *Wisconsin Natural Resources* magazine titled “Between sky and shore, Wisconsin’s Coastal Wetlands” was produced. Of the 93,000 copies which were distributed, 10,000 were held as an insert to *EE News–Environmental Education* in Wisconsin. In addition a 24 page special wetlands issue of the newsletter, *EE News-Environmental Education in Wisconsin* was produced. *EE News* was distributed to every school in Wisconsin (3,040), to all Project WILD/Project Learning Tree facilitators and coordinators (500), to all Environmental Education Network school liaisons (700), to *EE News* subscribers (1,500), to reference and loan libraries (55), and to participants in UWSP summer courses (250).

Several specific projects funded through WCMP indicate an ongoing commitment to wetland education within the State’s education system. These are:

**a. Cable Natural History - Coastal Wetland Ambassadors.**

WCMP funded the work of a high school class to develop an exhibit on wetlands protection, develop a comprehensive and interactive training program for fourth grade students and act as coastal wetland ambassadors within their community. An exhibit consultant met with the students to help develop their exhibit. After the exhibit topics were determined, students developed component sheets to finalize the exhibit design. Components were built, photos were taken, materials were ordered/gathered and copy (text) was written. The students taught Northland College students about wetlands using an exhibits component. Students in the class also designed wetlands curriculum for fourth grade students. The curriculum included canoeing, fishing, a pond and bog study, and games related to water. For Earth Day, the students taught wetland education programs to two fourth grade classes at Drummond School. The students participated in an environmental field day at Bark Bay Sloughs on Lake Superior. Seventy high school ecology students from Washburn, Bayfield and South Shore schools traveled by canoe in the sloughs and learned about aquatic invertebrates and plants and birds that live in wetlands. Three wetlands experts met with the students. The students concluded the day by doing a beach clean-up adjacent to the wetland as a community service activity.

**b. Developing Wetland Stewardship – University of Wisconsin – Superior.**

Information from the Department of Transportation (DOT) and Wisconsin DNR describing the vegetation, hydrology, fauna and wetland communities of the Kimmes-Tobin Wetland area was compiled and used in the planning and development of an interpretive trail through the wetland as a part of the wetland education curriculum. High school and UW-Superior students assisted in the wetland field trips. Existing wetland education materials were compiled from regional, state and national sources. These were used to develop a wetland curriculum for grades K-12, which include classroom and field activities. Thematic units developed as part of this curriculum emphasize the diversity of

wetland flora and fauna, and the important role played by wetlands in their watersheds. Approximately 25 teachers were recruited to assist in the development of the curriculum to ensure its applicability to the different school districts. The teachers incorporated the wetland units into their classroom curricula.

## **2. State Agency Coordination.**

The WCMP continues its coordination efforts with the DNR through regular meetings regarding wetland permit compliance, monitoring and enforcement, ongoing wetland coordination and interagency meetings, participation in the wetland mitigation working group and continued support of the Wisconsin Wetland Inventory. The ***Basic Guide to Wisconsin Wetlands and Their Boundaries***, produced by the WCMP in the previous review period to assist zoning staff and other government officials to understand and identify wetland ecosystems, has been adopted by the DNR's Natural Resources Board as the "official" delineation manual for the state. WCMP funding is also used to support revisions to wetland maps. During the review period wetland maps for Ashland, Iron, Brown, Douglas, Bayfield, Door, Marinette, Manitowoc, Oconto and Kewauenee counties were revised.

The WCMP also provides funding to the state agencies to assist them in carrying out their respective missions. One such project of the DNR was the creation of a Wetland Video designed to educate citizens about the functions of Wisconsin wetlands and why they should be protected. The video includes shots from the Green Bay and Ashland areas and unique wetlands of the southeastern corner of the state. A trip was taken to capture winter detail in wetlands on video with footage including the wetlands of Lake Superior. The breakup of winter and early spring thaw at the West Bank of Green Bay was captured along with an early winter runoff flooding event, a spectacular sunset and early winter/spring breakup on the shores of Lake Superior, a tour of wetlands in Southeastern Wisconsin, and young northern pike fry on their way out of the wetlands and on toward Green Bay. Spring vegetation growth and wildlife production along Lake Michigan is also included. Footage of salamanders crossing a road on a rainy Sunday August night, the north shore during the summer, and some generic wetland shots are also included along with interviews with wetland experts.

Another project by the DNR, the Impact of Watershed Disturbance, identified two wetlands being used to develop an analytical system to produce reliable data regarding the impact of watershed disturbance to specific wetland types. The two sites in Vilas County, Crystal Bog and Trout Bog, both consist of a small pond that is completely surrounded by lacustrine wetland (peatland). Both bogs meet the physical criteria required by the study and there was an existing database on hydrology and water chemistry already available. Review of existing data indicated that although the two bogs look alike, they differ substantially both chemically and hydroponically. Initial sampling of Crystal Bog and Trout Bog was conducted in February 1998. Later in the study a third candidate wetland study site was identified, the North Trout Nature Trail Bog. Preliminary chemical characterization indicates that the cycling of methylmercury



within the three sites differs, indicating that a comparative study could provide useful information for wetland disturbance impacts.

### **3. Local Technical Assistance.**

Another strength of the wetlands program is the support it provides through local technical assistance. Examples are detailed below.

#### **a. University of Wisconsin -Wetland Ecology Workshop.**

This project was a practical workshop for local government and citizens on the value of protecting wetlands through local initiative. Publicity for the workshop involved the direct mailing of a brochure to over 1,000 landowners and interested local government staff through direct mailing or through copies supplied to the US Fish and Wildlife Service, the DNR, the Wisconsin Waterfowl Association, the Wisconsin Wetlands Association, the Cooperative Extension offices, and Land Conservation Departments, among others. An article was run in the Wisconsin Wetland Association Newsletter. Application forms were prepared and 26 completed applications were received. Fifteen landowners and ten local government staff were accepted into the program.

Materials compiled for workshop participants included a large binder full of wetland restoration information, a wetland bibliography, and directories for contacting workshop presenters and other cooperators. Fourteen landowners and five local government staff attended the workshop. Presenters for the two-day workshop were from the US Fish and Wildlife Service, the USDA Natural Resources Conservation Service, the Wisconsin Department of Natural Resources, the Wisconsin Waterfowl Association, Ducks Unlimited, the US Geological Survey, and the University of Wisconsin-Madison Cooperative Extension Service. Topics taught at the workshop (both indoors and outdoors) included wetland values, wetland characteristics, natural wetlands management, wetlands restoration and management, regulations, technical assistance, cost sharing, developing a wetland plan, and reaching out to other wetland cooperators.

Following the Wetlands for Wisconsin Workshop, all the attendees were mailed a follow-up letter encouraging them to undertake wetland restorations on their properties and to reach out to others in their communities. A handout was also included summarizing presentations made at the workshop. The grantees for this project, from the University of Wisconsin Department of Wildlife Ecology, also presented a paper about the success of the project at a fish and wildlife conference in Bellingham, Washington. Four months after the wetland workshop, a survey was taken of the attendees: 1647 acres of wetlands and associated uplands are being restored or managed, and an estimated 119-

200 people in the attendees' communities have been influenced. Attendees have also been involved in the following activities: helping neighbors obtain management assistance, influencing decision-makers, showing other landowners their management activities, and writing articles or having them written for newspapers/magazines. The results of the survey show that the workshop was successful in motivating a targeted group of landowners and local government staff to be responsible wetland stewards.

**b. Pike Creek Floodplain Mapping - City of Kenosha.**

This project supported the development of floodplain and shoreline boundaries for the City of Kenosha. The City's consultant prepared a preliminary floodplain map for City review with support from the Southeast Wisconsin Regional Planning Commission (SEWRPC), whose staff delineated the wetlands in the study area over a summer field season. The City Plan Commission (Commission) held formal public hearings on the floodplain, wetland, and shoreland rezonings. Due to objections expressed during the meeting by some landowners, a meeting was scheduled with the owners, representatives of the DNR, the SEWRPC, the County and the Town to review the data and address the owners' concerns. DNR staff advised the city to proceed with the rezonings as proposed. The Commission held a public hearing on the adoption of the maps on January 21. At a March 15, 1999, meeting, the Common Council approved the designation of the floodplain boundaries and of the shoreland wetland boundary. The floodplain rezoning map will become effective upon approval of the DNR and Federal Emergency Management Agency (FEMA). The Council also approved a zoning ordinance that places five wetlands within a Lowland Resource Conservancy district, thus protecting them from development. This rezoning action becomes effective upon DNR approval.

**c. Wetland Professional Certification Program.**

Coastal funding was used to develop and implement a wetland professional certification program throughout the review period. Workshops in the summer of 1996 were expanded from basic wetland delineation training to include an enforcement case study. An advanced plant identification class was also conducted for the first time this year. WCMP staff also worked with the Wisconsin County Code Administrators to develop the provisions of a certification program for their members. A survey of what other Great Lakes states are doing for certifying zoning administrators and consultants was developed. Also, a survey of private wetland professionals was designed to solicit input on the design and implementation of a certification program in Wisconsin. The survey of wetland professional consultants was mailed to approximately 80 Wisconsin consultants. Results of the survey indicate that 53% of the respondents feel there should be a wetland delineation certification program in Wisconsin, while 33% were adverse to the idea. In addition, most agree that certification training be made available to professionals. When asked whether certification should be mandatory or voluntary, 68% favored a voluntary program. As a result of this, a voluntary certification program was

developed.

In 1997 the voluntary certification program was initiated. A brochure advertising the Basic Wetland Delineation Training workshop was developed, published, and mailed to consultants throughout Wisconsin. The University of Wisconsin Institute for Environmental Studies agreed to sponsor continuing education units for the training session summer. A second session was required because the first session filled to capacity very quickly. A list of past and current attendees to the training sessions was developed and sent to DNR, local code administrators, federal agencies and other interested parties. These attendees are available to help the public in delineating wetlands.

In the summer of 1998 the Basic Wetland Delineation Training Course was filled to capacity with over 30 participants: including private consultants; DNR staff; university students; zoning administrators; and, other local officials. There were over 10 people on the waiting list.

**d. Wetlands Inventory for Manitowoc County.**

University of Wisconsin, Madison Water Resource Management students developed a Coastal Wetland Rapid Assessment form, and completed an inventory and assessment of Manitowoc County's coastal wetlands of greater than 2 acres which included vegetative, hydrological, soil, and land use information for 57 wetlands/wetland complexes. An in-depth study was done of the Fischer Creek wetlands which includes an ecological assessment of the area and recommendations for its management and educational development. Students shared a Geographic Information System that was compiled with all coastal wetland information with county officials. A Coastal Wetland herbarium is also being compiled for the Milwaukee Natural History Museum.

**e. Wetland Restoration Guide for Landowners.**

With funding from the WCMP, the Wisconsin Wetland Association developed a Wetland Restoration Guide for Landowners. Using project advisors, which included wetland experts from the University of Wisconsin, State and Federal agencies, a thorough literature search was conducted on wetland conservation and restoration, and materials were reviewed for inclusion in the publication. Additional reviewers for the draft of the publication were secured from around the state. The project received much interest from state and federal agencies, and the Association is seeking other sources of funding from its partners to finance the printing of additional copies of the guide. Two documents were produced: a brief synopsis of the handbook to be distributed widely throughout the state; and the Guide, to be distributed to interested landowners for a nominal fee.

#### **4. Wetland Protection Projects.**

The WCMP also funds wetland protection projects at the state and local levels. Examples include:

##### **a. Cooperative Loosestrife Control.**

In 1996 the WCMP contracted with the Bad River Band and the Great Lakes Indian Fish and Wildlife Commission (GLIFWC) to hire a person to identify areas that have not been surveyed for loosestrife. Loosestrife, while a desirable ornamental plant in some areas, is an exotic opportunist which overpowers indigenous wetland habitat plant populations. After mapping areas, contacting land owners and conducting on the ground searches, the employee with a crew of four people worked to reduce the loosestrife seed source populations. A database was created with landowner information for the town of Highbridge, which had a severe purple loosestrife infestation and is the key area that the control crew will target. The database serves as a quick reference for the future and indicates which landowners have given permission to access their property. Landowners were very cooperative and had a general knowledge about the effects of purple loosestrife on native plant communities. The loosestrife control team began their efforts during the second week in July and continued until the end of August; a period which coincides with the peak flowering of loosestrife.

##### **b. Chiwaukee Prairie.**

Contracting with the Natural Resources Foundation “Chiwaukee Prairie Memories” and a Visitor’s Guide to Chiwaukee Prairie were produced and a work-plan to protect this remnant prairie was developed. The Nature Conservancy and Friends of Chiwaukee Prairie volunteers and DNR staff and interns conducted rare plant and insect surveys, located project boundaries, and removed invasive, non-native plant species from the Prairie. This work will, in large part, help in the preservation of this unique area which harbors a number of endangered and threatened native species of plant and insect life.

##### **c. Wetland Watch.**

Wisconsin’s Wetlands Association contracted with WCMP to develop a training program to train local citizens in wetland protection. Two target areas were established: Lake Superior (Superior, Duluth, Bayfield, Ashland) and Lake Michigan (Green Bay, Door County). Another part of the project was the development of the *Citizens Wetland Protection Handbook* to support the workshop and provide ongoing support for citizen volunteers. Twelve persons attended the initial workshop in Green Bay with professors from University of Wisconsin-Green Bay and DNR providing the training. Five environmental and conservation organizations co-sponsored training for Kenosha and

Racine counties, and four organizations coordinated to co-sponsor a training session in Door County: the Door County Property Owners Association; the Door County Environmental Council; the League of Women Voters; and, the Door County Land Trust. A total of 112 volunteers were trained at four workshops during this project.

**d. Defining the Boundaries of Green Bay's Coastal Zone.**

Funding was provided to DNR to track fish into their spawning habitat. This required the purchase of 26 radio transmitters, obtaining necessary fish trapping equipment from within the DNR, and reserving an aircraft and pilot for radio tracking during the spring spawning run. One thousand floy tags were ordered and received. Sixteen (16) northern pike were captured and radio tagged and released into the mouth of the Pensaukee River and 100 Common Suckers have been floy tagged in an attempt to identify the spawning habitat and location of these fish.

**e. Building Sound Wetland Programs – Outdoor Skills Center.**

The focus of this project by the Outdoor Skills Center is to educate upper elementary and middle school students about the importance of wetlands during the spring and fall of 1998. Built on the wetland curriculum presented at the Midwest Environmental Education Conference (MEEC) in Madison and the Wisconsin Education Association Convention (WEAC) in Milwaukee's school districts were contacted and five signed up for the opportunity. The school districts are Niagara (50 students), Milwaukee (50 students), Reedsville (60 students), Cedar Grove (75 students), and Northern Ozaukee (70 students). On May 20 and 21, 1998, 50 Middle School 8<sup>th</sup> graders attended the two day wetland education program. All students were very active and involved in the hands-on activities. The favorite activities were: 1) canoeing the Sheboygan County Marsh and silently viewing the beautiful yellow headed blackbirds, and 2) collecting critters and looking at them under microscopes.

**f. Door County Efficient and Effective Wetland Protection Program.**

This project was coordinated by a consortium of public and private agencies under the leadership of the Door County Planning Department. An independent contractor was hired to research and assess existing wetland protection programs, national, state and local, to identify factors that facilitate or hinder effective wetlands protection. Research of local, state and federal regulations, permit requirements, ordinances and case law was conducted to identify issues resulting from regulatory gaps and overlaps. Over 20 interviews were conducted with representatives of key stakeholder groups who have insights into improving wetland protection efforts. Interview transcripts are currently being analyzed for suggestions for improving wetland protection efforts in Door County.

## **5. Shoreland - Wetland Zoning Ordinances.**

The deadline for having all of the required shoreland-wetland zoning ordinances adopted and approved has passed. All of the required shoreland-wetland zoning ordinances have been adopted and approved in the Northern and Northeast Regions. In the Southeast Region, only three communities are outstanding. (See Table 1, Shoreland - Wetland Zoning Adoption Progress.) They are being urged to complete the adoption through enforcement actions. These actions will take some time, but the Wisconsin DNR hopes to complete the adoption procedure soon. Staff shortages and workload issues in the DNR Water Regulation and Zoning Department are reasons for the delay in the adoption of shoreland wetland zoning ordinances. In those communities that have adopted shoreland wetland zoning ordinances, DNR staff is continuing to work on their monitoring and enforcement. In addition, staff continues to work on compliance monitoring and enforcement of Chapter 30 permits, and providing information and guidance to the general public and the regulated community.

**Table 1, Shoreland - Wetland Zoning Adoption Progress**

<b>District</b>	<b>Number of Communities Needing Ordinances</b>	<b>Number of Communities with Approved Ordinances</b>	<b>Percentage Complete</b>
Northwest	11	11	100%
Lake Michigan	34	34	100%
Southeast	41	38	93%

### **B) Cumulative and Secondary Impacts.**

Along certain stretches of Wisconsin's Great Lakes coasts, especially the Milwaukee and Green Bay areas, cumulative and secondary impacts are strongly felt. Unfortunately, cumulative and secondary impacts can not be attributed to a single activity and must be addressed by managing many components. Urban development, non-point source pollution, contaminated sediments, natural hazards, and other urban and rural activities which alter natural conditions all need to be considered. Therefore, the Wisconsin Coastal Management Council has decided to address many of these issues under the broader context of cumulative and secondary impacts. The goal of the program is to address unintended adverse impacts of development on coastal resources through: improved coordination of governmental activities affecting coastal resources; enhanced implementation of effective coastal management; public outreach; and, emphasizing partnership in project funding, development and implementation. A number of projects were funded under this program of the WCMP during the review period as follows.

## **1. Clean Bay Backer Polluted Runoff Package.**

Stemming from a series of meetings of a panel of area environmental educators and curriculum specialists, the concept of a Clean Bay Backer Polluted Runoff Coloring Book, Student Activity Guide, and Teacher's Guide was developed and the content and preliminary copy evolved. After review and revision by the Education Advisory Committee, all three documents went to press in early September 1996. Fifteen thousand copies of the Student Activity Guide and six hundred copies of the Teachers Guide were printed, as an in-kind donation, by Fort Howard Corporation. The Student Activity Guide is a 28-page, full color document. The Teachers Guide is 20 pages and is also printed in full color. Fifteen thousand copies of the Coloring Book were printed, as well. Copies of the education package were distributed to schools throughout the 6,400 square-mile Fox-Wolf Basin. A teachers in-service program was developed and organized by the Remedial Action Plan Specialist and the Education Advisory Committee so that teachers could integrate the education package into their curriculum. Announcements for the in-service program were sent to principals and teachers throughout the Fox-Wolf Basin. In addition, a one-hour television special advertising the education package and in-service was aired live on September 5, 1996 by NEWTEC (Northeast Wisconsin Telecommunications Educational Consortium).

## **2. Stormwater Management Plans.**

During the review period stormwater management planning was supported in the City of Marinette, the Port of Milwaukee, the City of Racine, and the City of Cudahy. In the City of Marinette a storm sewer inventory and a comprehensive storm water management plan were developed. Storm system maps were made dividing the City into sectors and storm water sampling machines were placed at each site. The base maps of the storm water collection system were prepared on an auto cad mapping system. The Port of Milwaukee used funding to gather background information, research existing records, purchase surveying and computer equipment, and train staff to use the equipment as it developed storm water calculations to support its storm water management plan. The City of Racine obtained and processed digital data including digital ortho-photos, 1990 land use, soils, and environmental corridor and wetland coverages into the Wisconsin Department of Natural Resource's Source Load and Management Model (SLAMM). The 1990 land use data was verified and modified to represent 1997 and future conditions and a graphical representation of the storm sewer network for the central and northern project areas was created. The database for the storm sewer system includes diameter, length, invert and rim elevations. In addition, hydrologic and hydraulic analysis were completed and verified, nonpoint source pollution modeling results were completed, and field surveys were done. The City of Cudahy developed the Oak Creek Stormwater Management Plan after conducting hydrologic/hydraulic calculations and nonpoint source pollutant loadings for the area. This required assessment of land use, drainage system inventory, drainage basin delineation and soils mapping. The information was input into the geographic information system (GIS) environment for the purpose of data management and graphic production.

### **3. Coastal Mapping Activities.**

During the review period several coastal mapping activities were carried out with WCMP funds. The Ozaukee County Land Information Office, along with the Ozaukee County Surveyor used CMP funding to carry out the remonumentation and survey control work for the Port Washington Coastal area. Survey data for 12 section corner monuments was obtained and the monuments were set in conjunction with vertical and horizontal survey control documentation. This information was provided to a contract photogrammetry firm which used the information for modeling and digitization of the topographic and planimetric features for the County's coast line map. In 1998 a Bay-Lake Regional Planning Commission - East Shore Study completed and digitized a land use inventory for the study area, identified unique natural areas with U.S. Fish & Wildlife, mapped all wetlands and floodplains and refined and joined County base maps to produce a clean base study area. In addition historic and archeological sites were mapped, the Highway 57 expansion corridor was inventoried and mapped, areas of concern regarding wetlands, archeological/historic sites, the escarpment, and bay shore were identified, and areas of deep slope were inventoried and digitized. In Bayfield County Red Cliff Tribal officials were trained on the use of the GIS equipment. A GIS was created of property ownership maps of 1,088 parcels contained in Red Cliff and the Town of Russell. The parcel database information was tied to other digital maps in a hierarchical format for the categorization of data from Tribe to Town to Region. A technical manual with almost 120 separate GIS layers was compiled on a vast array of spatially referenced topics. Information from parcel ownership to road networks, from watersheds to topographic maps, from wetlands to digital elevation models was provided to the Red Cliff Band of Lake Superior Chippewa on a CD in a format readily usable by Tribal officials.

### **4. Water Watch - Sigurd Olson Environmental Institute.**

A comprehensive approach to the use of private monitoring groups and the public education system in northwestern Wisconsin has been funded through the WCMP and carried out by the Sigurd Olson Environmental Institute. Staff assists students and teachers in classroom study in stream monitoring and the use of water testing kits, field trips to observe soil bioengineering techniques, environmental education from a watershed perspective, teacher training workshops, and group discussions on mining issues, snow/salt pile runoff, golf course development, and failing septic systems. Classes are given for training teachers on teaching water quality issues to their students.

Stream and river monitoring activities include direct monitoring by school classes and stream monitoring in cooperation with the Raspberry River Citizen River Monitoring Group for the middle school students from Bayfield Middle School. An example of the monitoring activities for a six-month period, when approximately 480 students participated, included the following schools:

Glidden High School	2 classes	Bad River
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Washburn High School	2 classes	Four Mile Creek
Washburn Elem. School	3 classes	Four-Mile Creek
Bayfield High School	1 class	Raspberry River
Park Falls High School	1 class	Brunsweler River
Ashland High School	8 classes	Bay City Creek and White River

The Institute is also working in coordination with area natural resources professionals and local citizens to establish a U.S. Fish and Wildlife Service (USFW) refuge in the coastal wetlands adjacent to the Great Lakes Regional Visitor's Center.

## **5. GIS Training for Local Officials.**

The training materials for a "GIS for Coastal Erosion" were developed and revised using WCMP funding. The training guide developed consists of a 26-page document providing step-by-step instructions for building the coastal erosion application. The materials were tested as part of a training session on October 1997 at the NOAA Coastal Services Center in Charleston, SC. In December 1997, a day-long GIS for Coastal Erosion training session was held at University of Wisconsin-Manitowoc. Seven people attended the session. In addition an Introduction to Coastal GIS Applications training session for local government officials was held in April and July 1998. A total of 16 persons attended the course, representing: Douglas County Zoning and Administration, Douglas County Forestry, Northwest Wisconsin Regional Planning Commission, Bad River Natural Resources Department, UW Sea Grant Institute, Village of Ephraim, City of Manitowoc, Manitowoc County, Door County, and Marinette County. Coastal GIS applications training sessions for local government officials were held in Manitowoc in December 1997 (7 attending); Madison in April 1998 (11 attending); Bayfield in July 1998 (5 attending); and Waukesha in December 1998 (8 attending).

## **6. Contaminated Sediments.**

In October 1996, the WCMP staff met with the Technical Advisory Panel on Sediments for the Milwaukee Estuary Remedial Action Plan program. A demonstration of the GIS was given and technical input was sought from the panel on future work needed to implement the GIS. Staff developed documentation describing the structure of the GIS and prepared the basic database for transfer to the Wisconsin DNR for their use in developing the Remedial Action Plan for the Milwaukee Harbor Estuary. The results of this database will assist resource managers to: visualize and share the present state of our knowledge of sediment contamination; link sediment contamination to upstream and continuing sources of pollution; identify future monitoring sites; develop cost estimates for possible remedial actions; and, prioritize and track remedial actions.

## **7. Sheboygan School District - "Testing the Waters".**

Working with the Sheboygan School District, a program, "Testing the Waters" was

developed. Planning meetings were held to discuss what was to be expected of the schools that are involved in the “Testing the Waters” training classes, and what the class participants would be taught. The participating schools are: Sheboygan High School, Plymouth High School, Cedar Grove High School, Kohler High School, Sheboygan Falls Middle School, Farnsworth Middle School, and Horace Mann Middle School. Coastal funds were used to buy new water testing equipment for the new schools participating in the program, and to replace old water testing equipment used in past classes. A planning meeting was held at the Ellwood H. May Environmental Park of Sheboygan County with participating teachers. An agenda was developed for the in-service session with the primary goal of developing a workshop to take teachers and students through the testing procedures. The session was a great success with Wisconsin DNR staff assisting with the demonstration. Attendance was almost 100 students and adults from six schools.

## **8. Riveredge Land Use Planning Project.**

Using WCMP funding, the Riveredge Nature Center led in the development of the Land Use Planning Curriculum for high school students. Working with SEWRPC, officials digitized data sets for use with GIS software and additional stereoscopes, GPS units and curriculum materials for schools participating in the Land Use planning program were purchased. Ties with University of Wisconsin - Milwaukee’s Department of Urban and Regional Planning were strengthened and access was provided to their GIS Computer Labs for training purposes. A two-day training session was held for the 10 participating schools in February 1997. The Nature Center assisted teachers in implementing the Land Use Planning Unit, through the production of two newsletters, telephone assistance and classroom visits. A teacher feedback and evaluation session was held to evaluate program progress, difficulties, and teacher needs. In July 1997, the Riveredge Land Use Planning Project was presented at the Environmental Systems Research Institute’s (ESRI’s) annual GIS User’s Conference to over 40 participants, in San Diego, California.

## **C) Land Use and Growth Management.**

Coastal zone counties in Wisconsin sustain higher population growth rates in comparison with the rest of the state. Land use issues and the protection of resources throughout Wisconsin are increasingly affecting the quality of life for all residents, businesses, visitors and the public-at-large. With the influx of interest in the coastal areas, local community and State leaders have become increasingly aware of the importance of protecting coastal resources through land use and management planning. A survey conducted in 1996 identified land use planning as a high priority issue area for coastal constituents and the WCMP developed a program to meet this issue. The program funds planning efforts intended to protect coastal resources, not general or traditional broad-based land use and management planning efforts lacking a coastal focus. Priority is given

to projects emphasizing coastal resource protection, including preservation of open space, community character or local amenities, preservation of cultural, historical and archaeological sites, cultural, recreational, historical and related resources in corridors. Consideration is given to projects that combine coastal resource protection and economic development. Projects funded under this program include:

1. The Cooperative Land Use Initiative with the Oneida Nation. By agreement of the administrations of the Oneida Tribe and the Town of Hobart, a joint planning committee has been formed. The committee includes representation from the Brown County Planning Department, and has engaged in a process focused on enumeration and discussion points of agreement and conflict concerning land use and development. The committee has met monthly.
2. City of Oconto Comprehensive Plan. A Comprehensive Planning Committee has been organized with the integration of resource protection as a key issue in their Economic Development focus. The analysis and adaptation of existing information and maps has been completed and much of the field work to identify critical coastal wetlands has been finished.
3. Town of Barksdale Land Use Tools for Growth Management. The Town of Barksdale has developed a Land Use Tools for Growth Management Plan which uses the existing land use GIS data and proposed land use data. A Bayfield County Land Records website is on line and County staff are learning how to operate the software for website management.
4. Village of Cleveland, Town of Centerville Comprehensive Plan. A Joint Planning Committee has selected a consultant to organized activities with the Committee. The consultant has inventoried maps and planning-related documents and is developing an information sharing arrangement with the recently organized Fischer Creek Alliance.

#### **D) Hazards Program.**

The WCMP hazards program has made great progress during the review period. The creation of the Coastal Hazards Work Group, led by WCMP, includes representatives from several agencies interested in coastal erosion in Wisconsin. With WCMP the recognized lead in coastal hazards, the work group works to provide a unified view on the topic as it works in close partnership with the three Regional Planning Commissions in Wisconsin's Great Lakes. The WCMP also supports research and education into coastal erosion processes through project

funding as discussed below.

## **1. Bluff Stability Study.**

Begun at the end of 1995, this project documented existing bluff conditions, established soil types of the bluffs, and established the historic shoreline. Work was completed on the measurement of historic shoreline using rectified aerial photographs in early 1996. Aerial orthophotographs taken in 1995 were then used to add to the historic shoreline recession data previously completed using the Commission's ratioed and rectified aerial photographs. To capture current conditions, arrangements were made for a fly-over videotaping of bluff conditions in four coastal counties in May 1996. Bay-Lake Regional Planning Commission (BLRPC) staff acquired the equipment necessary to videotape and photograph bluff conditions for this study and photographed the coastlines of Sheboygan, Manitowoc, Kewaunee and Door Counties. The computers and software of the contractors was coordinated with that of the BLRPC. Once bluff measurements along the four county shoreline were completed and computer data entry was begun, all profiles of bluffs on BLRPC aerial photographs were drawn by hand and an analysis of them was begun, including measurement of recession rates.

The laboratory processing of soils was completed including grain size analyses. The deterministic analysis of profiles using both infinite slope and rotational failure assumptions were also completed. Measurements of distance offshore to 5 foot water depth were measured at each profile, where similar data from 1976 were available and the probabilistic analyses on selected profiles was completed. As a final element, the land use inventory of the planning area was completed and mapped.

## **2. Recession Rate Study.**

In February 1996, the contractor, WCMP staff, the Natural Hazards Technical Advisory Committee and one Coastal Council member met to determine the three ten-mile study areas and discuss details of the prototype coastal geographic information system (GIS) and associated deliverables of this study. It was decided that the study areas were to be in Racine, Ozaukee, and Manitowoc counties. The contractor met with Regional Planning Commission's and local agencies to order and obtain current and historical air photography for the study areas. The team also held meetings with Regional Planning Commission's to determine the best way to incorporate information from the Bluff Stability studies described above.

Horizontal and vertical control were established for Manitowoc County at 18 photo-identifiable points, 1992 photos were digitized, and digital elevation models were completed for 1992. An aerial inspection of the study sites was made and the contractor met with the SEWRPC to review maps, photographs and transect location. Map data was requested from the Corps of Engineers and other sources, and data and reports were requested from Wisconsin Sea Grant. Layouts were begun of study baselines and transects on orthophotos for Manitowoc for shoreline

change analysis and comparison of recession rate calculation methods. Mid-bluff elevations were determined for the northern-most six miles of the study area.

The recession rate analyses for Manitowoc county were completed and the 30 and 60 year projected bluff edge was determined based on calculated recession rates. For Racine and Ozaukee counties, digital orthophotos from SEWRPC were delayed, which has slowed the project, and when they were received they lacked the original ground control data. To solve this problem, the contractor used 1"=200' topographic maps for Racine and Ozaukee Counties to establish the horizontal and vertical control for the orthophotos. In this manner the projected 30 and 60 year bluff edge was calculated for these counties.

#### **E) Coastal Awareness Month.**

Wisconsin's first annual Coastal Awareness Month in September 1998 was a great success. The WCMP staff organized and celebrated the proclamation issued by the Governor, proclaiming September as "Coastal Awareness Month" and the celebration of the 20<sup>th</sup> anniversary of the Wisconsin Coastal Management Program. A series of events was organized during Coastal Awareness Month along with the production and distribution of several publications. The Coastal Program developed 5,000 posters, 10,000 bookmarks, 2,500 achievement brochures and other materials, which were distributed Statewide to public libraries and coastal schools.

Opening ceremonies were held in two coastal cities, Bayfield and Sheboygan. Participation at both ceremonies was high, with approximately 70 in attendance in Bayfield and 100 in Sheboygan. At both sites, the Governor's representative, the Executive Assistant to the Department of Administration, honored coastal constituents by presenting Coastal Founder Awards, Coastal Lifetime Achievement Awards and Coastal Stewardship Awards to individuals and organizations carrying out outstanding work in coastal management. The Governor also acknowledged the accomplishments of the Coastal Management Program with an unexpected award in recognition of the 20<sup>th</sup> anniversary of the Program.

In conjunction with Coastal Awareness Month, "The Future of Wisconsin's Coastal Communities" Symposium was held with an attendance of over 70 participants. The Secretary of the Department of Administration, the Coastal Programs Division Administrator from the Office of Ocean and Coastal Resource Management (OCRM), the Executive Director of the Great Lakes Commission and, the Deputy Secretary of the Department of Natural Resources, were among the presenters at the coastal symposium.

Also, for Coastal Awareness Month, the Coastal Program sponsored maritime museum tours for 250 fourth grade students, and coastal trail walks for 200 students. One hundred, twenty five third-and-fourth grade students visited and participated in the construction of the first wooden

tall ship in Wisconsin in more than 100 years at the offices and museum of the Wisconsin Lake Schooner Education Association in Milwaukee. They also toured the museum and investigated some of the instruments that scientists use to evaluate the lake's condition. This Flagship will serve as the State's ambassador to ports and cities on the Great Lakes and around the world. It will also be used as a classroom to teach area students about the history of schooners and life on the Great Lakes of Wisconsin upon completion.

The Drummond Area High School (about 50 Students) in Cable, North West Wisconsin conducted a 'Beach Cleanup' along the shores of Lake Superior. To complete the month of activities, one hundred fifty seventh grade students from Northern Ozaukee Middle School attended a three-day Wetland Education Workshop at the Sheboygan Marsh.

#### **F) Public Access.**

The 1995 Needs Assessment identified a need for expanded public access along Wisconsin's Great Lakes coasts. From meetings held, the need for public access was found to be one of the issues of significant importance in which the Wisconsin Coastal Management Program should be involved, especially by providing grants for low-cost construction projects. The requirements of the program are that a project must have a direct relationship to the Great Lakes, must be open to the public on an equal basis, must be designed to provide handicapped access, must include an educational or a resource protection component, and is not a maintenance project. The basic purpose is to fund low-cost construction projects aimed at furthering the renovation of under-used or deteriorated waterfronts along the Great Lakes to help boost the economy and make waterfronts more accessible and enjoyable to the public. In this manner a number of projects were carried out during the review period as detailed below.

##### **City of Superior - Hog Island Connector.**

This project was completed in the summer of 1997. The project connects the Superior waterfront trail with the Hog Island boat ramp. The connector was graded to meet handicapped accessibility standards. Pavement was done following this requirement, and landscaping and seeding was done to meet contract specifications. The connector is an important component of Superior's waterfront public access plan.

##### **Town of LaPointe - Boat Launch Winter Access.**

In this project completed in the fall of 1995, two new boat ramps for winter use were constructed. The boat ramps (winter car ramps) to commute between Madeline Island and Bayfield have been

extensively used.

**City of Bayfield - Lakeside Pavilion.**

This renovation of an historic waterfront building was dedicated on September 7, 1997 at a ceremony attended by the Governor and the Secretary of the Department of Administration. The City worked with the Compliance Section of the State Historical Society (SHS) of Wisconsin, in the design of the Pavilion. The State Historical Society preservation officer suggested some modifications to the design to be in compliance with the SHS requirements. The entire building was insulated and re-sided, new windows and doors were installed, all heating and electrical work was completed and the roof was completely insulated and re-roofed. A deck outside the pavilion was constructed, offering an outstanding view of the Bayfield Marina. The pavilion can now be used all year long. The pavilion is the focal point of the community and was the site of the Great Lakes coastal regional meeting held in October of 1997.

**City of Sturgeon Bay - Door County Maritime Museum.**

Completed in the summer of 1997, construction of the Maritime Museum was begun a year earlier. The scope of the project covered the construction of the main building and interior design and showcasing. A walkway access trail to the museum and the landscaping around the building enhances the overall construction of this outstanding waterfront project.

**City of Sheboygan - 8th Street Boat Launch Facility.**

This waterfront park project was completed in the summer of 1996. The project elements included a boat launch rehabilitation, concrete promenade lighting and landscaping. This project links to other downtown public access sites previously funded by the WCMP.

**City of Two Rivers - Riverfront Wharf Project.**

The construction of a boardwalk was completed in the spring of 1998. The waterfront walkway enhances the overall access to the Rogers Street Fishing Village area of the City of Two Rivers.

**City of Ashland – Waterfront Redevelopment Phase 3.**

Completed in the summer of 1998, the City of Ashland constructed a paved trail along its waterfront. The work consisted of grading, hillside landscaping, placing gravel base and constructing an 8' wide asphalt trail. In addition to this work, a gravel walking trail was constructed as a spur off the main paved trail.

**Iron County Forestry Department - Saxon Harbor Boat Ramp Improvements.**

This public access enhancement was completed in the spring of 1998. The construction of 160 linear feet of transient dock and installation of the new holding tank-pumping equipment was accomplished. Construction of the gazebo where information to

users will be provided was completed and an extended roof with a cooper top was installed.

**Natural Resources Foundation - Big Bay State Park Boardwalk.**

A boardwalk was constructed in June 1997 as a complement of a boardwalk trail previously developed. The boardwalk allows visitors to the park to enjoy the natural beauty of Lake Superior by providing a delineated area for walking. The boardwalk enhances the park trail system and promotes the orderly use of the park. A plaque acknowledging the participation of NOAA and the WCMP was permanently set in a stone, and is easily identified by visitors to the park.

**Access and Recreational. Trail – Manitowoc County Public Works.**

This project, completed in the fall of 1998, includes the installation of benches and waste receptacles, a small structure at the trail access leading to the beach area, and beach ramps leading to the beach. Landscaping consisted of native prairie grasses, trees and shrubs.

**Waterfront Redevelopment & Public Access - City of Ashland.**

This project, completed in the summer of 1998, included excavation for a waterfront trail, pouring a gravel base, trail asphalt paving, shoreline rip-rap protection, leveling with topsoil and spreading grass seed.

**Hathaway Landing Parks – City of Kewaunee.**

Completed in the summer of 1998, this extensive project first required that pilings located adjacent to the planned waterfront park first be removed. Parking areas at the north and south of the park were constructed and a waterfront trail was paved and landscaped. Fishing piers were installed and opened to the public. A public pavilion was constructed, the park was fully landscaped and playground equipment was installed.

**Lake Superior Water Trail – Inland Sea Society.**

In this ongoing access trail, the Inland Sea Society worked with a cartographer, a data retrieval specialist, and a graphic designer to first identify existing public access along the Trail and then produce a map of the Trail. A management plan for ongoing maintenance and expansion of the Trail was developed. Subsequently the Inland Sea Society Water Trail Coordinator has met with thirteen local groups with a slide presentation on the Water Trail.

**Boardwalk – Big Bay State Natural Area.**

Construction of 1,000 feet of boardwalk was completed in the fall of 1998 through a cooperative effort among the Wisconsin DNR, Wisconsin Conservation Corps, the Madeline Island Ferry Line, and the Natural Resource Foundation.



**G) Great Lakes Regional Meeting.**

The WCMP hosted the Great Lakes coastal management program states in a regional meeting at Bayfield in 1998. The meeting was held in the Bayfield pavilion discussed above under F. Public Access. In addition to the meeting, participants took part in a field trip to the Apostle Islands. WCMP staff handled all logistics for the meeting, secured catering services and scheduled a boat for the field trip. During the regular meeting the Mayor of Bayfield was recognized for his work with the WCMP and with local governments.

**H) Great Lakes Commission.**

The WCMP, through the office of the Administrator of the Division of Energy and Intergovernmental Relations, was instrumental in procuring a place for OCRM as an official observer on the Great Lakes Commission. This provides OCRM with a more formal position than it previously occupied to this body as the Commission addresses issues relevant to all U.S. shores of the Great Lakes. The Commission, comprised of Illinois, Indiana, Minnesota, Michigan, New York, Ohio, Pennsylvania and Wisconsin certified the Director, OCRM as observer on October 2, 1997

## V. REVIEW FINDINGS AND RECOMMENDATIONS

The Office of Ocean and Coastal Resource Management (OCRM) finds that the WCMP is adhering to its approved coastal management program; implementing and enforcing the WCMP in a satisfactory manner; and adhering to the programmatic terms of the NOAA financial assistance awards. The State continues to address national coastal management needs identified in CZMA Section 303 (2) (A) through (K). The previous evaluation of Wisconsin's performance in implementing the WCMP resulted in three necessary action recommendations, and five program suggestions. The State met these recommendations. (See Appendix D for a discussion of each finding, recommendation, and response, and for reference to the response within this document where appropriate.)

The following recommendations document some of the key management issues facing the State and contains recommendations designed to improve the performance of the WCMP.

### A) **Wetlands Delineation Policy.**

There is a difference between the process of wetland delineation by the Corps and by the State. In 1996 the DNR's Natural Resources Board and the Legislature approved an administrative rule (NR 103) which contains a provision that if there is a dispute concerning a wetland boundary delineation, the agency review and approval of the delineation shall be consistent with the procedures identified in the WCMP-funded *Basic Guide to Wisconsin Wetlands and Their Boundaries*. The Corps uses its 1987 manual. Both the Corps methodology and the State methodology use soils as one indicator of the presence of wetlands. The major difference is that the Corps uses only hydric soils, as listed by the Natural Resources Conservation service, while the State recognizes some non-hydric soils as being capable of supporting wetland communities.

In and of itself this is not a significant issue. The WCMP and the Corps work closely together and have coordinated their efforts between the state coastal wetland professional certification project and the Corps certification program. On the other hand, it has created problems. An instance of the difference affected the WCMP funded floodplain mapping program for the City of Kenosha. The City's consultant prepared a preliminary floodplain map for City review with support from the Southeast Wisconsin Regional Planning Commission (SEWRPC), whose staff delineated the wetlands in the study area over a summer field season. The final wetland delineation was delayed due to regulatory differences between the DNR and the Corps. The regulatory issue was ultimately resolved and the wetland in question will be regulated, but delays in the mapping for the project resulted.

During the site visit, wetland delineation was specifically cited by the SEWRPC as an area in need of concerted effort. SEWRPC staff attest to witnessing instances where forms were improperly completed and went on record that some Corps personnel do not carry out the Corps delineation process correctly. The same SEWRPC staff claim to have been called to support the State in instances when the Corps had improperly carried out its delineation. Several alternatives were discussed: make all wetland delineation consistent with state methodology under the consistency provisions; and, develop a wetland delineation review team to approve all delineation and act as an appeal body.

## **PROGRAM SUGGESTION**

**1) The Department of Administration is encouraged to further assess this issue and identify relevant problems and, if warranted, convene a meeting of appropriate individuals of the U.S. Army Corps of Engineers, Department of Natural Resources, and the Southeastern Wisconsin Regional Planning Commission and any other agency or group with standing to engage the issue of developing a standard wetland delineation process. Consideration of the use of a trained mediator or facilitator to support the meeting should be made. If this does not resolve the issue, the Wisconsin Coastal Management Program should seek to elevate the issue to the next higher level.**

### **B) Coastal Hazards Policy Development.**

The previous evaluation contained a recommendation regarding the implementation of the natural hazards component of the WCMP. Since that evaluation a natural hazards coordinator has been employed who has fully embraced the position through initiatives such as his recognized leadership on the Coastal Hazards Work Group. The accomplishments cited in Section IV, Program Accomplishments, D., Coastal Hazards fully attest to the WCMP meeting the intent and spirit of the previous evaluation recommendation. However, issues remain, particularly regarding erosion rates and setbacks.

The State setback requirement is 75 feet from mean high water with a 2.5 foot by 1 foot slope. This is applied throughout the State and no action is taken on permitting that is within the standard, regardless of whether a State approved local ordinance has a more stringent standard. For example, Douglas County has established a recession rate and stable slope setback which is more stringent than the State requirement. Currently the County standard is not being enforced because it is not a State mandated requirement and, as long as an activity meets the State requirement, the State will not engage the issue.

While the Hazards Group is working to strengthen the setback requirements and provide sound science to decisionmaking, the Legislature is reviewing proposals which would reduce the

existing standard. Part of the issue is that the law does not distinguish between inland lakes, which can have very gentle slopes to the lake shore, and the Great Lakes shoreline, which is substantially more dynamic with differing terrain elements. Construction of a feature, such as a gazebo, on the shoreline of an inland lake would have different consequences from the standpoint of hazards than the construction of the same facility on the shores of the Great Lakes, yet the present legal requirements regarding slope and setback are the same.

Discussion during the site visit indicates that there appears to be little interest by the Legislature to mandate any form of increased setback for the Great Lakes. All agreed that the voluntary approach has not worked, and that little could be accomplished absent a major weather event which would drive some action. In the interim, the Hazards Group is continuing to develop the information necessary to support recession rate setbacks where they would be feasible and to educate the public on the value of having such protective regulations.

#### **PROGRAM SUGGESTION:**

**2) The WCMP is encouraged to develop a coastal hazards policy which would include more education and a discussion on establishing setbacks to slope recession and slope typology identification predicated on science.**

#### **C) Needs Assessment.**

Subsequent to the previous review, WCMP had completed a “pro-active multi-year strategy” which was to be used as a guide for ongoing implementation of the program. This led to a primary focus on wetlands, public access, cumulative and secondary impacts, and natural hazards. The Needs Assessment and Implementation Strategy provided a focus leading to the significant number of accomplishments cited in Section IV of this report. Development of the strategy was begun in the late 1980's. Because the initial work was expanded to address requirements under the CZMA's Section 309 coastal enhancement grant program and Section 6217 coastal nonpoint pollution control program of the CZMA, the strategy was completed in 1992 and approved by OCRM in 1993.

#### **PROGRAM SUGGESTION:**

**3) The WCMP is encouraged to reassess its Needs Assessment and program implementation strategy in light of current and evolving issues, needs and changes to the State's coastal zone.**

#### **D) Marinas.**

Small boating is a popular recreational opportunity afforded those living in close proximity to the Great Lakes. Small boat usage is increasing. As such, demands for support facilities are growing and existing marinas seek to expand as new ones also develop. Improvements to municipal harbors are central to waterfront redevelopment programs, many funded through the WCMP. Likewise, supporting business opportunities increase as boating, both power and sail, grows as a hobby to support fishing, racing, skiing, or pleasure riding.

During the last coastal awareness month, participants identified the issues associated with marina development and use as a concern. The WCMP did not fully address marinas when the Program was originally developed in the 1970's. Few regulations have evolved since then. A 1994/1995 study regarding nonpoint pollution did not fully assess marina impacts. The DNR does regulate marinas through the granting of pump-out permits, and marinas are subject to the same dredging restrictions and regulations as the major ports. However, no comprehensive approach to marina development, management and use has been considered.

The DNR suggests that in Wisconsin the current supply of marina slips may exceed demand noting that the financial viability of a number of marinas is marginal. Without engaging the issue of why a marina may, or may not be financially marginal beyond noting that slip use is just one of many elements leading to marina viability, the DNR correctly notes that “any approach for marinas, if warranted, start with a clear identification of needs, issues and gaps.”.

#### **PROGRAM SUGGESTION:**

**4) As the WCMP assesses evolving issues, it should consider the development, management and use issues associated with marinas. If, as a result of that consideration, further assessment of marinas is warranted and considered to be a priority, a multi-agency activity to address needs or gaps should be convened which will develop an approach to strategically address those issues. The Department of Natural resources may want to look at this set of issues in terms of its Clean Water Act § 319 funds.**

#### **E) Coastal Success Stories.**

This review documents many of the success stories of WCMP implementation over the past three years, highlighting those activities which received direct funding from CZMA monies. What has not been documented is the list of significant “spin-off” activities which have occurred as a result of the specific project. For instance, in Port Washington, in response to the construction of a walkway under public access funding, additional contributions were provided by

the Rotary, a local bank funded a public gazebo, and a local fishing concern contributed funding to the enhancements. This accomplishment has been replicated in a number of other communities with similar project funding and similar involvement of local business and private groups. This type of activity should be documented and shared with other communities within the State and within the region.

While OCRM periodically documents success stories of state coastal management program implementation in its biennial report and in other periodic reports, the specifics of how a project is carried out so successfully is often left undocumented. Likewise, OCRM is beginning to address how successful projects are derived and accomplished. The Coastal Programs Division of OCRM has recently been reorganized to include a Technical Branch to engage such issues. While the federal level is beginning to develop this capability from a national focus to support its partners, the capability can also be developed at the state level to focus on more regional or local considerations. Some form of guidance, models, or suggested approaches could be developed regarding what should be considered, what processes work and are suggested, and what outcomes should be expected in embracing an issue such as waterfront revitalization, growth management, purchase of development rights, or cultural preservation. This may take the form of a model approach developed as a single product, a subject for a workshop addressing a single subject or group of subjects, or may be, in the case of Wisconsin, a visible part of the Coastal Month celebration.

#### **PROGRAM SUGGESTION:**

**5) The WCMP is encouraged to assess its successful implementation projects to document its successes in order to support similar projects in other communities and to seek avenues to communicate these successes to the public at large.**

#### **F) Program Information Preservation.**

Sound coastal management has been a thrust of state government in Wisconsin for more than 25 years. A number of individuals have devoted their professional careers to some of its evolution during that period. It is through that collective knowledge that how things came to be done are explained to new generations of professionals in the field. Many of these individuals are also nearing the end of their careers and are anticipating departure from the State in retirement elsewhere. Their relocation will result in a loss of institutional and historic program knowledge which has been useful in the past in developing response to emerging issues. These institutional and historic reference points define over time how a program came to be where it is in its present time and should be documented as best as possible.

Likewise, during the past 25 years the WCMP has been physically relocated a number of

times. During those moves program records may well have been lost. Again, documents that define a program may no longer be available. From a federal perspective, the management program documents and changes thereto, performance reports and grant applications form the nucleus of the documentation of each of the coastal management programs. This may not be sufficient from the perspective of a state program, which may want, or be required to maintain, other records, documentation and reports.

#### **PROGRAM SUGGESTION:**

**6) The WCMP should seek to obtain institutional and historic reference points as it protects existing information through bibliographic reference and documentation.**

#### **G) Capacity Building.**

The WCMP has supported the development of GIS-based decision support at the local and regional level through the direct funding of projects, provision of mapping support and through workshops and other training activities. This work should be continued as the State takes into account the computational and technological advances which are occurring in the field. Essentially, a long-term commitment over time with funding targeted to support evolving needs relative to advances in technology needs to be crafted to support decisionmaking at the state, regional and local level. Data standards and conventions being developed at higher levels should also be taken into account to allow for connectivity and exchange of information.

Since the initial acquisition of information takes time, often has a high price tag, and is useful beyond specific reasons for developing the information, standards for obtaining the data must be established. This is as critical to mapping projects as it is to other forms of data collection and use. Because of the cost, data collection must be addressed in multiple-year programs that include standardized formats and coverage. All of this poses a clear problem to local governments, which have a great need for GIS-related applications, yet do not have the technical expertise to begin to collect and use such information. A project hierarchy should be developed which defines minimum needs and the steps that should be taken to get a community to the minimum application level

#### **PROGRAM SUGGESTION:**

**7) The WCMP should support activities which define the minimum level of information useful for a community to apply GIS technology, including the software and**

**hardware requirements. Standard data conventions and standards should be applied to mapping efforts to allow for interchange and exchange.**

**H) Department of Administration/Department of Natural Resources Coordination.**

Coordination between the WCMP and the DNR has continued at a high level of interaction in Madison at the headquarters level, and in the regions at the local level throughout the review period. Coastal area monitoring and enforcement activities continue at a high level with the DNR being supported by the regional planning commissions. It is pointed out that while an increasing level of development is occurring as populations move to the coastal areas, improper land use is not occurring because of the up-front work being carried out with permit applicants so that project proposals meet the necessary standards when they are submitted. This acts to decrease the time it takes to process a permit once applied, it does increase the amount of time staff spends with an applicant as a project is in its formative stages. Staff do indicate that additional enforcement personnel could be effectively employed in coastal areas to both reduce current work load burdens and address the permit issues associated with population growth. Hopefully, as the DNR deploys new staff recently authorized by the legislature, some of the positions will be directed to the coastal regions.

**I) Federal Consistency.**

The DOA, as the administrator of the State's CZMA Federal Consistency review authority, is carrying out the function in accordance with the requirements of the CZMA. A tracking system has recently been initiated which will facilitate the function, as it is expanded. Specific issues include:

**1. Little Quinnebec Hydroelectric Project**

In April 1996, federal consistency approval for the Little Quinnebec Hydroelectric Project was issued after the Federal Energy Resource Commission (FERC) agreed to insert certain articles in its license. In October 1996, FERC notified the WCMP and other resource agencies that the license articles they had agreed to insert in the license would not be included. Upon review of these proposed modifications, the WCMP concluded that a major revision had been made, allowing the project to be reviewed again for federal consistency. The WCMP issued a federal consistency denial in April 1997. The owner of Little Quinnebec, Consolidated Paper Inc. (CPI), appealed the denial to NOAA in May 1997. A few days later, FERC issued the license for the dam in spite of the federal consistency denial (which OCRM supported in a letter to FERC dated June 3, 1997). The Wisconsin and Michigan Departments of Natural Resources (DNR and MDNR) and the Wisconsin River Alliance filed requests for rehearing of the license. Wisconsin



did not request a re-hearing on the CZMA federal consistency issue. On October 16, 1997, NOAA granted CPI's stay request of its consistency appeal pending FERC's decision on the WDNR, MDNR and the River Alliance's requests for rehearing. On June 11, 1998, FERC rejected the requests of the DNR and MDNR, and deferred action on the River Alliance requests pending NOAA's decision on CPI's federal consistency appeal. On August 4 and 7, 1998, the DNR and MDNR petitioned the Federal Court of Appeals, Seventh Circuit, for review of FERC's rehearing decision. Since then, NOAA has extended the stay on CPI's appeal until both the rehearing request before FERC and the proceedings before the Seventh Circuit are completed. In response to the slow and cumbersome pace of legal proceedings, WCMP and DNR staffs, through their respective legal counsels, initiated communication with CPI's legal counsel in hopes of reaching an agreement that addresses the existing environmental concerns over the dam. In February 1999, the DNR made a settlement offer to CPI, which is still being reviewed by CPI. Should a settlement be reached, the basis for the WCMP's Federal Consistency denial will have been addressed.

## **2. Stiles Hydroelectric Project**

On February 17, 1998, Oconto Electric Cooperative (OEC) filed for a new license for the Stiles Hydroelectric Project, and notified the WCMP. WCMP staff requested that OEC provide a consistency certification and provide the WCMP with all the necessary supporting information. Some of this information is still forthcoming. Meanwhile, in June 1998, the DNR issued a conditional water quality certification under the Clean Water Act, Section 401, which OEC appealed days later. As a consequence of this appeal, a non-traditional mediation process is underway to resolve the relicensing issues. At the time of this review, staff representing OEC, the DNR, Fish & Wildlife Service, and representatives from various citizen and environmental groups are meeting monthly to devise a negotiated agreement for the relicensing terms. FERC has agreed to suspend the traditional relicensing process pending a negotiated settlement. Should this process fail and the traditional process be reinstated, the WCMP's Federal Consistency review period would then be started.

## **3. U.S. Coast Guard (USCG) Ice Breaking Activities**

In October 1996, a Draft Environmental Impact Statement (EIS) was released reviewing the impacts of the U.S. Coast Guard's icebreaking activities in the Great Lakes. The Wisconsin DNR raised concerns over the activity's impact on Wisconsin fisheries and informed the USCG that the draft EIS lacked sufficient information on the environmental impacts particular to Wisconsin. WCMP and DNR requests for additional information were not addressed by the USCG at that time. In May 1998, USCG staff contacted the WCMP requesting a federal consistency review be completed in time for the release of the final EIS. Staff responded that the federal consistency review would be done on the final EIS, as the review process requires the additional information requested upon the release of the draft EIS. The final EIS is now completed and has been sent to WCMP and DNR staff for their review. WCMP staff is currently awaiting comments from the DNR's technical reviewers.

#### **4. Nationwide Permits**

The DNR has cooperated with the Corps to develop alternative means for wetland permitting in Wisconsin through two general permits that will replace Corps' nationwide and regional permits and should minimize redundancy between the two agencies. The coastal program coordinated with DNR staff and provided comment to the Corps that certain areas of rare coastal habitat be excluded from the programmatic general permit program, providing enhanced protection for areas such as the Kakagon Sloughs, the Mink River estuary, and ridge and swale wetlands. The Corps has sent out the proposed general permits to other agencies and tribal units of government for comment. The WCMP's comments require that certain projects undergo individual review by the WCMP, mainly those affecting large tracts of wetlands, areas of high erosion material, endangered and threatened species, and unique coastal resources. The WCMP will provide a federal consistency decision based on the final version of the general permits, which has not yet been finalized.

#### **5. Submerged Logging in Lake Superior**

Around the turn of the century, lumber cut in northern Wisconsin was stored in rafts/booms on Lake Superior and Lake Michigan while awaiting processing at saw mills along shore. It is estimated that 10-20% of the logs sank and were preserved by the cold water and low oxygen content of Lake Superior. Several companies have applied for permits to recover the logs and sell them for a variety of craft and construction purposes. Since the logs are on lake bed, interested parties must receive a permit from the Wisconsin Board of Commissioners of Public Lands and a permit from the Army Corps. To deal with the rush of permit applications, regulatory agencies (including the WCMP) have met with the applicants and worked out a system where additional information must be supplied by the applicant before a permit application is processed. Required information includes side-scan sonar of the permit area and (preferably) underwater footage showing where the logs are located and how they lie on the bed of Lake Superior. The WCMP has become involved in carrying out federal consistency reviews of permits, since the DNR lacks direct jurisdiction on this matter.

#### **J) Legal Support.**

The WCMP has no in-house attorney. A formal, day-to-day contact has been established through memorandum of agreement so that routine matters can be effectively handled. When any formal action (suit) is needed there are three separate processes which may be followed: a request may be made of the DOJ; a suit may be instigated by the Secretary of the Department of Administration; or the matter may go through the Governor's office.

## VI. CONCLUSION

Based on OCRM's review of the federally approved Wisconsin Coastal Management Program and the criteria at 15 CFR 928.5(a)(3), I find that the State of Wisconsin is adhering to its federally approved coastal management program. Further advances in coastal management implementation will occur as the State addresses the program suggestions contained herein.

These evaluation findings contain seven (7) recommendations which are program suggestions that the State should address before the next regularly scheduled program evaluation and which are not mandatory at this time. Program suggestions that OCRM must repeat in subsequent evaluations, however, may be elevated to necessary actions (which must be acted upon within specific time frames or financial assistance may be jeopardized).

This is a programmatic evaluation of the WCMP that may have implications regarding the Territory's financial assistance award(s). However, it does not make any judgements on, or replace any financial audit(s) related to, the allocability of any costs incurred.

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Date

Jeffrey R. Benoit, Director

**WISCONSIN COASTAL MANAGEMENT PROGRAM  
312 EVALUATION**

PERSONS CONTACTED DURING THE EVALUATION

Department of Administration

Linda Seemeyer	Executive Assistant
George Lightbourn	Deputy Secretary
Nathaniel E. Robinson	Administrator, Division of Energy and Intergovernmental Relations
Samuel (Sam) C. Gold	Director, Bureau of Intergovernmental Relations
Michael (Mike) J. Friis	Cumulative and Secondary Impacts of Development Program, WCMP
Dea Larsen Converse	Wetlands Program, WCMP
Diana Toledo	Federal Consistency, WCMP
Alberto Vargas	Hazards Program, WCMP
Oscar Herrera	Former Chief, WCMP
Nancy Saindon	Fiscal Officer, DEIR

Department of Natural Resources

George E. Meyer	Secretary
Francis M. Fennessy	Executive Assistant
P. Scott Hausmann	Wetlands Team Leader, Lakes and Wetlands Section
B. Dale Simon	Waterway Protection Biologist, Rivers and Regulations Section
Betty L. Les	Chief, Natural Heritage Inventory Section, Endangered Resources Bureau
Mark A. Martin	Natural Resource Foundation
Larry Freidig	Coordinator, Wisconsin Waterways Commission
Michael A. Luba	Root and Pike Team Supervisor, DNR
Ronald (Ron) L. Fassbender	Lakeshore Team Supervisor, DNR
Mary Frazier	DNR, Coastal Project Position
Tere Jo Duperrault	DNR, Coastal Project Position
Theodore R. Smith	Supervisor, DNR (invited)
Duane J. Lahti	Water Management Section, DNR
Michael T. Goettel	Water Management Specialist, DNR, Coastal Project

John Gozdialski	Position Water Media Leader, DNR (invited)
Natural Hazards Workgroup	
Alan (Al) R. Luloff	Engineer, Dam Safety and Floodplain Management Section
J. Phillip (Phil) Keillor	Coastal Engineer, UW-Sea Grant
Robert (Bob) F. Gurda	Assistant State Cartographer
David A. Hart	Coastal Geographic Information Systems (GIS) Specialist, UW-Sea Grant
Diane J. Kleiboer	Natural Disaster Program Manager, Wisconsin Emergency Management
Anthony Gabriel	Assistant Professor, UW-Oshkosh
Department of Transportation	
Ellen Fisher	Harbor Assistance Program Chief and Wisconsin Coastal Management Council Member, representing DOT Secretary Chuck Thompson
Wisconsin Coastal Management Council	
Margaret A. Farrow	Wisconsin State Senator
Scott L. Gunderson	Wisconsin State Representative
Jack Culley	Chair, WCMC
Bill Weismueller	Vice-Chair, WCMC
Steve Jaquart	Proxy for Kenneth Szallai of the City of Milwaukee, WCMC
Eric Christensen	Member, WCMC
Mary Carrington	Member, WCMC
Michael P. Gallinat	Member, WCMC
Others:	
James (Jim) S. Baumann	Policy Development Engineer, Wisconsin Nonpoint Source Pollution Abatement Program
Mary Rose Teves	Resource Evaluation & Grants Section Chief, Department of Agriculture Trade and Consumer Protection
Charles (Chuck) R. Ledin	Great Lakes Specialist
Gregory (Greg) A. Hill	Great Lakes Coordinator
Jill D. Jonas	Section Chief, Wisconsin Nonpoint Source Pollution Abatement Program Administration
Thomas Dosch	Assistant Attorney General, Department of Justice (WCMP)

Philip Peterson	lead counsel) Assistant Attorney General, Department of Justice (Little Quinnesec Attorney)
Patrick (Pat) A. Murphy	Natural Resources Conservation Service (NRCS)-DNR Liaison
Donald (Don) M. Reed	Chief Biologist, Southeastern Wisconsin Regional Planning Commission
Kevin M. Crawford	Mayor of Manitowoc
Jim McGinity	Director of Environmental Education, Riveredge Nature Center
Arnold Clement	Director, Racine County Planning
Thomas A. Statz	Director, Racine County Parks
Mark Grams	Administrator, City of Port Washington
Ray Forgianni	Kenosha Economic Development
Robert W. Florence	Director, Door County Planning Department
Andy Holschbach	Ozaukee County Land Conservation Department
Ginny Plumeau	Project Coordinator, Great Lakes Nonpoint Abatement Coalition
Steven Hoecker	Director, Northern Great Lakes Visitor Center
Cathy Techtmann	Northern Great Lakes Visitor Center
Steven Andrews	Northwest Regional Planning Commission
Jane Silberstein	U.S. Coordinator of Lake Superior Binational Forum
Ervin Soulier	Natural Resources Department Manager, Bad River Tribe
Kim Bro	Sigurd Olson Institute Executive Director, Northland College
Mike Screnock	City Administrator, City of Washburn
Lisa S. Williamson	Trail Coordinator, The Inland Sea Society
Matthew Dallman	The Nature Conservancy
Becky Sapper	The Nature Conservancy
Sue O'Halloran	University of Wisconsin-Superior
Larry MacDonald	Mayor of Bayfield
Billie Hoopman	Bayfield City Clerk

#### Federal Agencies

Jerry Banta	Apostle Islands Park Superintendent, National Parks Service
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**WISCONSIN COASTAL MANAGEMENT PROGRAM  
312 EVALUATION**

\_\_\_\_\_**PERSONS ATTENDING THE PUBLIC MEETING\***

The Public Meeting was held on June 16, 1996 at 6:00 p.m. in the Northern Great Lakes Visitors Center Auditorium, 29270 County Highway G, in Ashland

Attendees:

Tony Wilhelm	Self
Larry MacDonald	Mayor, City of Bayfield
Steve Andrews	Northwestern Regional Planning Commission
Cathe Techman	University of Wisconsin Extension
Leon Solberg	Audubon
Mike Goettel	Department of Natural Resources
Jim Andrews	
Creighton Koski	Red Cliff Band
Katherine Morrisseau	Red Cliff Band

Evaluation Team Members Attending:

Sam Gold	Wisconsin Coastal Management Program
Diana Toledo	Wisconsin Coastal Management Program
Mike Friis	Wisconsin Coastal Management Program
Phillip Hinesley	Alabama Coastal Management Program
Diana Olinger	Office of Ocean and Coastal Resource Management
John McLeod	Office of Ocean and Coastal Resource Management

The meeting was called to order at 6:00 pm. It was noted that the Public Meeting was duly advertised and introductions were made. The purpose of the public meeting was explained. An informal discussion was held with the attendees related to issues affecting the Wisconsin coastal environment and its uses. The meeting was concluded at 8:30 p.m.





\_\_\_\_\_ **WISCONSIN COASTAL MANAGEMENT PROGRAM  
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\_\_\_\_\_ **WRITTEN COMMENT RECEIVED AND RESPONSE**

No written comments were received during the conduct of this review.

**WISCONSIN COASTAL MANAGEMENT PROGRAM  
312 EVALUATION**

**RESPONSE TO PREVIOUS FINDINGS**

**Program Suggestion 1:** DOA is encouraged to provide long-term continuity for the continuous implementation of the natural hazards component of the WCMP. This includes recruiting a qualified individual to perform the functions of the job to allow for adequate and continuous implementation of the natural hazards component of the WCMP.

**WCMP Response:** Staff hired a Natural Hazards coordinator on a project position basis. Previously, this position has been appointed as a Limited Term Employee. The natural hazards coordinator has done an outstanding job in coordinating and monitoring projects dealing with natural hazards.

**Program Suggestion 2:** DOA and DNR are encouraged to continue their efforts to establish a state line-item appropriation for the permitting/monitoring/enforcement staff at the DNR district offices.

**WCMP Response:** The WCMP and DNR are committed to attempting to establish state General Purpose Revenue (GPR) funding for the coastal project positions. It is a fact, however, that personnel reductions are being made throughout the state in order to reduce the state budget. The project positions have been changed to permanent status. This is a major accomplishment, since it will assure continuity for the personnel serving in these positions.

**Program Suggestion 3:** The WCMP should develop procedures to allow the DOA to process routine funding reallocations/grant task redirection without waiting for Council meetings.

**WCMP Response:** Coastal staff has implemented a procedure in which, if appropriate because of time constraints, a letter would be sent to the WCM Council informing them of some funding allocations made to make the best use of funds available. Bottom line: DOA already has the ability to retain coastal funds rather than let them lapse, without Council's expressed approval, should that ever become necessary.

**Program Suggestion 4:** DOA/DEIR should continue to pursue measures to further improve permitting, monitoring and enforcement of the WCMP, including better compliance checks for

operational permit conditions. This includes completing shoreland-wetland ordinance adoptions and approvals for all coastal communities; improving compliance monitoring; and continuing to decrease permit processing times.

**WCMP Response:** The WCMP continues to monitor DNR progress on compliance monitoring and shoreland-wetland ordinance adoptions through its quarterly reports from the DNR for the “Technical Assistance to Local Governments” grant and through annual meetings with the DNR to assess progress, problems and concerns in the coastal zone.

**Necessary Action 5:** The WI DOA must develop procedures to assure that legislative and regulatory changes made by the networked agencies are incorporated into the approved WCMP. The DOA/DEIR must submit the required documentation to OCRM for formal incorporation of their regulatory and programmatic changes into the approved Wisconsin Coastal Management Program. (Deadline: A schedule for submitting the outstanding changes to OCRM must be developed within 120 days of receipt of final evaluation findings.)

**WCMP Response:** Coastal staff prepared a program change schedule. The schedule was sent to OCRM and was approved by the Policy Coordination Division on September 5, 1996. On September 30, coastal staff submitted a program change to incorporate Chapter 31, Wis. Stats., as part of its enforceable policies as stated in the approved program changes schedule. Work will begin on a routine program change for modifications to Chapter 30, Wis. Stats. This program change was approved on October 28 by OCRM. On December 23, a routine program change to update Chapter 30, Wis. Stats., was sent to OCRM; it was approved on January 17, 1997. **This Necessary Action has been met.**

**Necessary Action 6:** DOA must prepare and submit the semi-annual Section B Reports, as required by the terms of the financial assistance awards. DOA must begin to submit Section B reports as of the due date for the first Section B report following receipt of final findings. (Deadline: First quarter following receipt of final findings: September 30, 1996)

**WCMP Response:** Coastal staff has submitted two Section B reports as required by the terms of the financial assistance awards. The two Section B reports submitted were in October, 1995 and in May 1996. Coastal staff will continue submitting semi-annual Section B Reports as required by the terms of the financial assistance awards. This Necessary Action has been met.

**Program Suggestion 7:** The WCMP should consider funding multi-year projects to local governments and organizations.

**WCMP Response:** Staff has done considerable research on this issue. Staff has contacted most of the coastal programs to inquire about funding multi-year projects. The Council discussed this

issue at the July 9, 1998 Council meeting and its fall, October 15, 1998 meeting. The Council found it already had the discretion to offer multi-year funding, but voted against formalizing this funding strategy due to a reluctance to commit funds before they are guaranteed to the WCMP. The Council voted to use a watershed-based funding approach on a case-by-case basis.

**Necessary Action 8:** DOA must submit the description of its public participation process, consistent with 59 Federal Register 30339. (Deadline: This must be submitted within 3 months of receipt of final findings: August 24, 1996).

**WCMP Response:** A description of WCMP public participation process was submitted to OCRM on June 28, 1995. Supplemental information was submitted on October 16, 1995. A May 30, 1996 letter from OCRM was received indicating that the public participation procedures followed meet the criteria set forth in the final guidance (59 Fed. Reg. 30339) for implementing CZMA Section 306 (d) (14). **This Necessary Action has been met.**

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**WISCONSIN COASTAL MANAGEMENT PROGRAM  
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DOCUMENTS REVIEWED

Wisconsin Coastal Management Program Performance Reports for the following periods:

Period:	Grant Number:
October 1, 1995 to December 31, 1995	NA570Z0194
January 1, 1996 to March 31, 1996	NA570Z0194
April 1, 1996 to June 30, 1996	NA570Z0194
July 1, 1996 to September 30, 1996	NA570Z0194
October 1, 1996 to December 31, 1996	NA570Z0194
October 1, 1996 to March 31, 1997	NA670Z0276
January 1, 1997 to March 31, 1997	NA570Z0194
April 1, 1997 to June 30, 1997	NA570Z0194
April 1, 1997 to September 30, 1997	NA670Z0276
July 1, 1997 to September 30, 1997	NA570Z0194
October 1, 1997 to March 31, 1998	NA670Z0276
October 1, 1997 to March 31, 1998	NA870Z0012
April 1, 1998 to September 30, 1998	NA670Z0276
April 1, 1998 to September 30, 1998	NA870Z0012
October 1, 1998 to March 31, 1999	NA870Z0012
October 1, 1998 to March 31, 1999	NA870Z0255

**WISCONSIN COASTAL MANAGEMENT PROGRAM  
312 EVALUATION**

TABLE OF RECOMMENDATIONS

Evaluation Recommendations For: Wisconsin  
Evaluation Findings Issued: (Date)

Number/Type of Recommendation		Recommendation Text	Required Date
Number	1	The Department of Administration is encouraged to further assess this issue and identify relevant problems and, if warranted, convene a meeting of appropriate individuals of the U.S. Army Corps of Engineers, Department of Natural Resources, and the Southeastern Wisconsin Regional Planning Commission and any other agency or group with standing to engage the issue of developing a standard wetland delineation process. Consideration of the use of a trained mediator or facilitator to support the meeting should be made. If this does not resolve the issue, the Wisconsin Coastal Management Program should seek to elevate the issue to the next higher level.	NA
Necessary Action			
Program Suggestion	X		
Number	2	The WCMP is encouraged to develop a coastal hazards policy which would include more education and a discussion on establishing setbacks to slope recession and slope typology identification predicated on science.	NA
Necessary Action			
Program Suggestion	X		
Number	3	The WCMP is encouraged to reassess its Needs Assessment and program implementation strategy in light of current and evolving issues, needs and changes to the State's coastal zone.	NA
Necessary Action			
Program Suggestion	X		

Number	4	As the WCMP assesses evolving issues, it should consider the development, management and use issues associated with marinas. If, as a result of that consideration, further assessment of marinas is warranted and considered to be a priority, a multi-agency activity to address needs or gaps should be convened which will develop an approach to strategically address those issues. The Department of Natural resources may want to look at this set of issues in terms of its Clean Water Act § 319 funds.	NA
Necessary Action			
Program Suggestion	X		
Number	5	The WCMP is encouraged to assess its successful implementation projects to document its successes in order to support similar projects in other communities and to seek avenues to communicate these successes to the public at large.	NA
Necessary Action			
Program Suggestion	X		
Number	6	The WCMP should seek to obtain institutional and historic reference points as it protects existing information through bibliographic reference and documentation.	NA
Necessary Action			
Program Suggestion	X		
Number	7	The WCMP should support activities which define the minimum level of information useful for a community to apply GIS technology, including the software and hardware requirements. Standard data conventions and standards should be applied to mapping efforts to allow for interchange and exchange.	NA
Necessary Action			
Program Suggestion	X		